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Report of the Joint Inspection Unit for 2009 and programme of work for 2010

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Note

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Abbreviations

CEB	United Nations System Chief Executives Board for Coordination
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICT	information and communications technology
ILO	International Labour Organization
IMO	International Maritime Organization
IT	information technology
ITC	International Trade Centre
ITU	International Telecommunication Union
NEPAD	New Partnership for Africa's Development
OIOS	Office of Internal Oversight Services
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-Habitat	United Nations Human Settlements Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFIL	United Nations Interim Force in Lebanon
UNODC	United Nations Office on Drugs and Crime
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNTSO	United Nations Truce Supervision Organization
UNWTO	United Nations World Tourism Organization
UPU	Universal Postal Union

WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

Mission statement

As the only independent external oversight body of the United Nations system mandated to conduct evaluations, inspections and investigations system-wide, the Joint Inspection Unit aims:

(a) To assist the legislative organs of the participating organizations in meeting their governance responsibilities in respect of their oversight function concerning management by the secretariats of human, financial and other resources;

(b) To help improve the efficiency and effectiveness of the respective secretariats in achieving the legislative mandates and the mission objectives established for the organizations;

(c) To promote greater coordination among the organizations of the United Nations system;

(d) To identify best practices, propose benchmarks and facilitate information-sharing throughout the system.

Preface by the Chairman

In accordance with article 10, paragraph 1, of the statute of the Joint Inspection Unit, I am pleased to submit this annual report, presenting an account of the activities of the Unit for the period from 1 January to 31 December 2009, together with its programme of work for 2010, as decided by General Assembly resolution 61/260.

I would like to first express the gratitude of the Joint Inspection Unit for the guidance and the support provided by the General Assembly in its most recent resolutions 62/246 and 63/272. We particularly appreciated the acknowledgment of the Joint Inspection Unit strategic framework for 2010-2019 (see annex III of our report A/63/34), which remains our road map. Unfortunately, this acknowledgement did not translate into a fully sustained request for an increase of the necessary resources. We have therefore adjusted our work programme accordingly. We were and remain quite conscious that, even after more than 20 years of self-restraint, the fall of 2008 was not the best time to request the corresponding additional posts and the year 2009 the easiest time to grant them. As announced, in a spirit of results-based management, we will not be able to implement the intended increase of management and administration reviews, dropping these from five to two for the year 2010. It means covering each organization only once every 12 years, which is too long a period without the necessary external oversight by the Joint Inspection Unit. But we are confident that, as envisaged in paragraph 17 of resolution 63/272, the General Assembly will again "consider any resources associated with the implementation of the [original] medium- and long-term strategy approach in the context of future programme budgets".

Chapter I describes, inter alia, how, in 2009, the Unit managed to retain the average yearly number of its publications and, we believe, their quality despite serious staff shortages in the secretariat. Eleven reports and notes were produced in 2009, including three directly requested by some legislative bodies, showing that Member States see in the Joint Inspection Unit reviews a tool for getting — at a limited cost — a fully independent assessment of critical aspects of the organizations they oversee. As in recent years, a majority of reports were of system-wide nature, in line with the request made by the General Assembly.

Chapter I, section E, of the report provides an update on to what extent participating organizations have considered, accepted and implemented the past recommendations of the Unit, particularly from publications made from 2006 to 2008. The analysis confirms that the apparently low acceptance and implementation rates for system-wide recommendations are attributable to deficiencies in the reporting system rather than to the content of the recommendations. They confirm both the slow consideration by the organizations (secretariats and legislative bodies) and the lack of real decision-taking by legislative bodies who too often only "take note" of the report and its recommendations. On the brighter side, implementation rates for accepted recommendations are good on system-wide topics and remarkable on single-organization reports. Among the accepted recommendations, the data provided on the rates of implementation are showing real progress, especially for single-organization topics.

Responding to resolution 62/246, the decision to endorse the development of a web-based follow-up system should influence favourably the level of the available

information on follow-up issues. Once implemented, this project should give an opportunity to any delegate, any permanent mission, or any ministry concerned to check directly on the Joint Inspection Unit website which consideration has been given by the secretariats and legislative organs concerned to any report or note and its recommendations, and, as necessary, to put some pressure in this regard.

As regards the established principle of shared responsibility of the Member States, the secretariats and the Unit itself in the efficiency of the Joint Inspection Unit, we appreciate the request made by the General Assembly in its resolutions 62/246 (para. 8) and 63/272 (para. 11) to the Secretary-General as Chairman of the United Nations System Chief Executives Board for Coordination (CEB). We trust that the next report, to be presented at the resumed session, will, unlike its predecessor (A/63/731), meet the requirements to record the measures taken in the respective secretariats to consider each Joint Inspection Unit report as soon as possible under an appropriate agenda item in a relevant legislative body, in accordance with article 11.4 of the statute of the Unit, giving the delegates enough time and documentation to discuss and decide through accepting or rejecting them, rather than just taking note of the reports in a non-conclusive way.

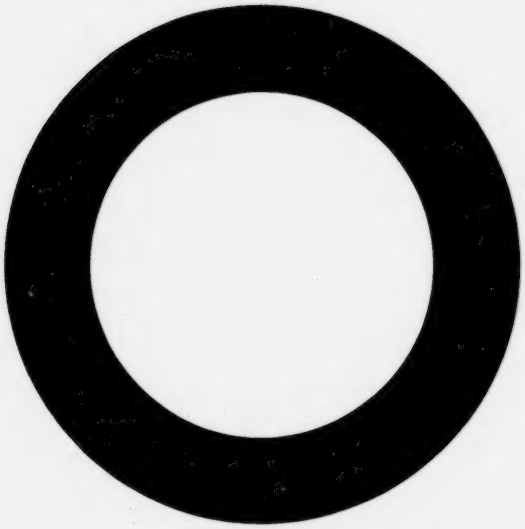
Chapter II presents the projects for the 2010 programme of work, which contains 10 new projects, consisting of system-wide topics, 1 concerning several organizations and 2 reviews of management and administration, a proportion requiring more efforts than ever. Extending the trend of the last four years, the Unit, in 8 of its 10 projects, deals with the increasing number of proposals from its participating organizations (from 3 proposals in 2006 to 37 in 2009). Moreover, it had to reduce the number of projects that could be selected directly by the prioritization process by also including two topics from its "roster" — a growing waitlist of topics that are of interest but that exceed the delivery capacity of the Unit for the next year. For the first time, the Unit asked the CEB secretariat to systematically receive the system-wide suggestions and request the participating organizations to prioritize the topics. We believe that this process has added value to the current work programme.

In September 2009, the General Assembly, in its resolution 63/311 on system-wide coherence, surprised us with a discreetly prepared paragraph 8, which puts the Joint Inspection Unit on an equal footing with a group of professional practitioners working in the evaluation units of many organizations of the system. In the resolution, the General Assembly "requests the Secretary-General, in consultation with the members of the United Nations System Chief Executives Board for Coordination, to propose to the General Assembly, at its sixty-fourth session, modalities for the establishment of an independent system-wide evaluation mechanism to assess system-wide efficiency, effectiveness and performance bearing in mind the evaluation functions carried out by respective United Nations organizations, the Joint Inspection Unit and the United Nations Evaluation Group".

The Joint Inspection Unit wishes to recall the spirit of the resolutions on the triennial comprehensive policy review, in particular resolution 62/208, to which the request above refers, which places the countries themselves at the centre of the efforts made by the United Nations development system (tenth preambular paragraph; paras. 8, 10 and 12). We would like to emphasize that in resolution 63/311, the General Assembly does not necessarily ask for the establishment of a system-wide evaluation unit, but for a mechanism.

Given the fact that almost all evaluations to be considered in the system are within the mandate of existing bodies, we consider that the best way forward is to develop modalities for improving their capacity and to encourage and fund greater collaboration on and joint evaluations of specific system-wide issues. Finally, we must avoid the duplication of existing mandates, in particular the mandate of the Unit, as reaffirmed by the General Assembly in its resolution 63/272 as "the only external and independent system-wide inspection, evaluation and investigation body". The Joint Inspection Unit can bring independent and system-wide evaluation through its recognized neutrality towards its participating organizations, which stems from the elected status of its members, their geographical distribution and its internal procedures, ensuring the benefit of the collective wisdom of the Unit for all its output. The Joint Inspection Unit stands ready to be closely involved in this process and reserves its right to prepare separate comments to the General Assembly on any future formal proposal it will receive.

(*Signed*) Gérard **Biraud**
Chairman
Geneva, 22 January 2010



Chapter I
Annual report for 2009

A. Reform of the Joint Inspection Unit

1. Since June 2009, the Inspectors have undertaken a review of their internal working procedures in all key areas. This also includes addressing the adoption of principles and procedures to conduct Joint Inspection Unit investigations as well as reflecting recent growing demand for system-wide subjects in the work and adoption of the Unit's strategic planning framework. The review has aimed at streamlining the Unit's mode of operation and related administrative arrangements to prepare and deliver, and ensure follow-up to its work more efficiently based on equally shared responsibilities among the Inspectors as peers. The revised procedures will better enable the Inspectors to discharge their duties in full independence with adequate support of the secretariat at various phases of each evaluation, inspection and investigation and benefit from peer review processes on their recommendations.

2. The Unit also reflected and acted upon the self-evaluation undertaken in 2008 by its secretariat. The self-evaluation, which combined a survey of 75 stakeholders with a critical self-assessment, focused on the implementation of the mandate of the Unit and relevant resources, in particular the inventory of the directives received from the General Assembly in its resolutions and measures taken by the Unit to comply with them; the evolution of the Unit's budgetary and staff situation; the perceived utility of Joint Inspection Unit reports: the number and scope of the Unit's outputs; the working methods for the preparation of reports, notes and management letters; the analysis of interactions with participating organizations and implementation/impact of recommendations.

3. The self-evaluation confirmed an increased appreciation for the work of the Unit and thus indicates some early results of its reform efforts. At the same time, the self-evaluation revealed a number of areas for improvement such as follow-up to recommendations, quality control, documentation management, knowledge-sharing and human resources. The Unit will strive to address these findings in its future work and plans to continue the dialogue with its stakeholders so as to ensure ongoing reflection of such feedback.

4. The strategic framework of the Unit outlining its long and medium-term goals and objectives for the period 2010-2019 was acknowledged by the General Assembly in its resolution 63/272. Nevertheless, the additional resources requested in the budget submission for 2010-2011 to meet expected outputs were not approved.

5. In the area of human resources, the Unit's management was finally strengthened with the arrival of the new Executive Secretary in August 2009 and the work of the secretariat was subsequently realigned to allow for a more coherent grouping of tasks related to the preparation and implementing of the annual plan of work. The two senior evaluation and inspection officers will lead two clusters for strategic planning and quality control and for knowledge management and sharing.

6. The secretariat commissioned a feasibility study for the planned web-based follow-up system on Joint Inspection Unit recommendations. The study will review

and compare online systems used by other oversight services; determine the software requirements specifications; identify strategic choices in terms of functional purposes, applications to be developed, technical infrastructure, human resources and costs of the system.

B. Implementation of the programme of work for 2009

7. The programme of work for 2009, adopted by the Unit at its winter session,[1] contained 10 projects to be initiated during the year. A new project was further added and another suspended for reconsideration by the Unit at a later stage. In addition, the Unit continued working on 11 projects carried over from previous programmes of work. In total, there were 21 ongoing assignments.

8. By the end of 2009, eight projects from the previous programmes of work and three from the current programme had been completed. Ten projects will be carried forward to 2010, of which the majority will be finalized early in the year.

C. Reports completed in 2009

9. In 2009, the Unit issued 10 reports and 2 notes, containing 124 recommendations. Of these, seven were of a system-wide nature, while the other five concerned single organizations. Three of the five single-organization reviews were mandated by their respective legislative bodies (International Telecommunication Union (ITU), Office of the United Nations High Commissioner for Human Rights (OHCHR) and United Nations Convention to Combat Desertification). In addition, the Unit issued two management letters.

10. *JIU/REP/2008/3, Management review of environmental governance within the United Nations system*. The report in all official languages was issued in 2009 (see A/63/83/Add.1), although its original version was finalized in late December 2008 (see the summary in the annual report for 2009).[2] Members of the United Nations Chief Executives Board for Coordination (CEB) welcomed the comprehensive report as an independent review and analysis of environmental governance arrangements across the United Nations system, whose findings and recommendations add to the growing momentum for identifying practical ways to improve international environmental governance.

11. The Executive Director of UNEP made the report available to Governments through the Committee of Permanent Representatives and the twenty-fifth session of the United Nations Environment Programme (UNEP) Governing Council/Global Ministerial Environment Forum in January 2009 and February 2009, respectively. The Governing Council, taking into account the Joint Inspection Unit review, decided to establish a consultative group of ministers or high-level representatives on international environmental governance with a view to providing inputs to the United Nations General Assembly on the improvement of the governance.[3] The

[1] *Official Records of the General Assembly, Sixty-third Session, Supplement No. 34* and corrigendum (A/63/34 and Corr.1), chap. II.

[2] Ibid., chap. I, paras. 21-22.

[3] See *Official Records of the General Assembly, Sixty-fourth Session, Supplement No. 25* (A/64/25), annex I, decision 25/4/.

Consultative Group recommended that the Council/Forum should consider the recommendations in the report as part of the measures to achieve effectiveness, efficiency and coherence within the system. To assist the consideration by the Council/Forum, the Executive Director submitted detailed comments on the report to the Council/Forum at its eleventh special session to be held at Bali, Indonesia, in February 2010 (note by the Executive Director dated 2 December 2009 (UNEPGCSS.XI/5)).

12. *JIU/REP/2009/1, Review of management and administration in the United Nations World Tourism Organization (UNWTO).* This is part of a series of reviews of management and administration of participating organizations undertaken by the Unit. The objective of the review was to identify areas for the improvement in the management and administration practices in UNWTO. It focused on structure and governance, strategic planning and budgeting, human resources management, central support services and oversight and cooperation with other United Nations and private sector entities. The review contained 25 recommendations, of which 13 were directed to the Secretary-General of UNWTO and 11 to the UNWTO Executive Council and General Assembly. Recommendation 25 was directed to the Secretary-General of the United Nations. As UNWTO joined the United Nations system in 2003, it is still in the process of harmonizing its rules and procedures to comply with those of the United Nations. The Inspector was of the view that future requests for admittance to membership in the United Nations system should be subject to an external and independent qualification process.

13. The Unit is pleased to note that since the issuance of the report, the UNWTO Executive Council has established a working group to consider the recommendations addressed to the General Assembly. The eighteenth session of the Assembly was held in Kazakhstan in October 2009, where the Inspector presented the report and assisted the working group in its deliberations.

14. *JIU/REP/2009/2, Second follow-up to the management review of the Office of the United Nations High Commissioner for Human Rights (OHCHR).* The General Assembly, in its resolution 61/159, requested the Unit to assist the Human Rights Council to monitor systematically the implementation of the resolution, inter alia, by submitting to the Council in May 2009 a follow-up comprehensive report on the implementation of the recommendations contained in the 2007 report (JIU/REP/2007/8).

15. Of the 10 Joint Inspection Unit recommendations contained in the initial management review of OHCHR in 2003, the implementation of two of them was still in progress when the follow-up of the initial review was done in 2006. The 2009 report reviewed the implementation of those two recommendations recognizing some improvement, but noted that they were not yet fully implemented. The geographical distribution of staff still needs to be monitored by the Human Rights Council and due care given to issues of gender balance, staff mobility and career development. The report also recommended that the Human Rights Council further encourage Member States to promote the selection and financing of candidates from developing countries to the Associate Expert Programme of OHCHR.

16. *JIU/REP/2009/3, Effectiveness of the International Telecommunications Union regional presence.* An evaluation of the effectiveness of the International Telecommunications Union (ITU) regional presence was included, as a mandated

project, in the work programme of the Unit for 2009 at the request of the Plenipotentiary Conference of ITU, to examine the implementation of the resolution on strengthening the regional presence (Resolution 25, Rev. Antalya 2006), identify areas where efficiency improvements could be made, and assess the level of satisfaction with the regional presence among ITU Member States, Sector Members and regional telecommunications organizations.

17. The review showed that some progress had been made in implementing Resolution 25, but that more efforts were needed to fulfil its provisions, particularly regarding the empowerment of the regional offices and the decentralization of certain responsibilities to facilitate their greater autonomy.

18. A survey and interviews revealed general satisfaction with the ITU regional presence, and its substantive contribution at the regional level to activities and Members. However, the human and financial resources allocated to the regional offices are not commensurate with the increasing number of activities that they are expected to undertake. The evaluation formulated concrete suggestions on the strengthening and restructuring of the regional and area network of ITU offices and highlights the need for closer cooperation of different ITU sectors with the regional offices and identifies the steps to be taken in the field of human resources management, procurement, project and operational management of the field offices and their interactions with the headquarters.

19. The report contains 5 recommendations requiring actions from the ITU legislative bodies and 12 recommendations for the ITU elected officers to improve the administrative and business management of the organization. The report's recommendations were approved by the ITU Council and the ITU Secretary-General was requested to submit an implementation plan for the next session of the Council.

20. *JIU/REP/2009/4, Assessment of the Global Mechanism of the United Nations Convention to Combat Desertification*. The Unit was commissioned by the Conference of the Parties at its eighth session to evaluate the Global Mechanism of the Convention as a follow-up to the previous report (JIU/REP/2005/5) and the subsequent results of the work of the Intersessional Intergovernmental Working Group that was set up following the recommendations contained in that report. In addition to the interviews and in-depth desk review, a web-based survey involving relevant stakeholders (partner organizations, all Convention focal points, Global Mechanism donors, members of the Facilitation Committee, etc.) was launched which provided enlightening results reinforcing the findings of the qualitative research.

21. The report was instrumental for the Conference of the Parties at its ninth session, held in Buenos Aires in September 2009, to address salient issues and identify priority lines of action to strengthen effectiveness, coordination and compliance of the mandate of the Convention. Following the informal consultations process, the Chairperson of the Committee of the Whole submitted a draft decision (resolution) that welcomed the report and translated into action all the recommendations except the one concerning a potential merger of the Global Mechanism and the permanent secretariat, which the Bureau of the Conference of the Parties was mandated to consider in detail and provide its conclusions to the Conference of the Parties at its tenth session.

22. *JIU/REP/2009/5, Towards more coherent United Nations system support to Africa*. Conducted at the suggestion of the United Nations Industrial Development Organization (UNIDO), the report contains 17 recommendations (3 of them addressed to the governing bodies) aimed at enhancing the coordination, cooperation and coherence of the United Nations support to Africa at the global, regional, subregional and country levels.

23. The evaluation recommends: reviewing by the Secretary-General and the other executive heads of their respective mandates with regard to the support to Africa; enhancing system-wide communication and information sharing; strengthening the Regional Coordination Mechanism and its cluster system through the reinforcement of the strategic coordination role of the Economic Commission for Africa (ECA); better alignment of the Regional Coordination Mechanism framework with the needs and priorities of the African Union and its New Partnership for Africa's Development (NEPAD) programme; setting up of a subregional coordination framework closely involving the regional economic communities in Africa; promoting national ownership and leadership within the United Nations Development Assistance Frameworks; reinforcing the capacities and resources of the two regional directors teams in Africa; and initiating a CEB-led review on resources mobilization and funding mechanisms for ensuring the financial sustainability of the United Nations support to Africa within the Regional Coordination Mechanism and United Nations Development Assistance Frameworks.

24. Upon invitation, the report coordinator presented the report at the tenth Regional Coordination Mechanism session of United Nations agencies and organizations in Africa, which ECA hosted in Addis Ababa in November 2009.

25. *JIU/REP/2009/6, Offshoring in United Nations system organizations*. The report provides an assessment of offshoring policies, practices and experiences in the United Nations system, and identifies best practices and lessons learned. The report contains detailed analysis on the recent offshore service centre initiatives of the four organizations (World Health Organization (WHO), Office of the United Nations High Commissioner for Refugees (UNHCR), Food and Agriculture Organization of the United Nations (FAO) and World Food Programme (WFP)) and sheds light on many aspects of the offshoring process such as policy development, role of governing bodies, impact on staff, planning, communication and project management, employment of national professional officers, monitoring and reporting, achievements of existing offshore service centres, and inter-agency cooperation. It proposes 18 recommendations to be used as benchmarks for the implementation of United Nations system organizations when they consider offshoring administrative services.

26. *JIU/REP/2009/7, Review of management and administration in the World Food Programme (WFP)*. This review identified areas for improvement focusing on governance, executive management, administration, strategic planning, budgeting, human resources management, oversight, among others. The report contains 12 recommendations; nine were directed to the Executive Director and three addressed were to the Executive Board.

27. The overall assessment of WFP is largely positive in terms of management and administration; the Inspectors found an active and self-improving organization committed to adapt to a changing environment and improve its effectiveness and efficiency. The emergency-focused business model and the entirely voluntary-based

funding impose difficult conditions to WFP to perform its mandate. Keeping that in mind, some recommendations were made to enhance transparency and assurance in resource allocation and to strengthen communication with donors.

28. The review confirms that despite real achievements there is room for further streamlining the three-tier decentralized structure and in the area of human resources management, in particular for improving staff-management relations in the long term.

29. *JIU/REP/2009/8, Selection and conditions of service of executive heads in the United Nations system organizations.* Based on an internal proposal and a parallel suggestion by the United Nations Board of Auditors, this review assessed the legal and institutional framework and practices in the selection and appointment of the United Nations Secretary-General and other executive heads of the United Nations system organizations, including their conditions of service, to assist in the establishment of harmonized criteria that would ensure the highest quality of leadership and management.

30. The report contains 13 recommendations, of which 1 is addressed for action to CEB, 2 to the United Nations Secretary-General and 10 to the legislative bodies of the United Nations system organizations. The recommendations addressing the selection process refer to issues such as: the transparency of the selection process; timelines for the selection; regional rotation and gender equality in the selection process; medical examinations of candidates; the establishment of procedures for internal candidates and good conduct during the election campaign by the candidates and their supporting Governments. The recommendations dealing with the conditions of service of the executive heads focus on issues such as: the terms of appointment of the executive heads; potential conflicts of interest pertaining to and possible misconduct/wrongdoing by the executive heads; the financial disclosure statement policies applicable to the executive heads; and the acceptance of gifts, honours and decorations.

31. *JIU/REP/2009/9, The role of the special representatives of the Secretary-General and resident coordinators: a benchmarking framework for coherence and integration within the United Nations system.* The report reviews the roles of the special representatives of the Secretary-General and resident coordinators in the context of the coherence and integration process of the United Nations system.

32. The report examines the current barriers to the achievement of coherence and integration of the United Nations system and provides guidance, through a series of 18 benchmarks, to overcome these barriers. It proposes a flexible model for coherence and integration, which can be adapted to meet the needs and "wants" of all countries where the United Nations system operates for those on the road to development and those in conflict or post-conflict situations. Member States are invited to adopt the proposed benchmarking framework as a yardstick to guide and measure the efforts towards a more efficient and effective Organization, better serving the needs of the countries.

33. The report benefits from the feedback received from over 100 interviews conducted by the Inspector with officials of various participating organizations at various duty stations as well as representatives of host country Governments, donor countries and non-governmental organizations in the field. It was also enriched by a brainstorming session held in June 2008 which counted on the active participation

of high-level officials from Member States and United Nations system organizations.

34. *JIU/NOTE/2009/1, Corporate sponsoring in the United Nations system: principles and guidelines*. This note assesses the principles, criteria and guidelines governing corporate sponsoring activities, with a view to reducing associated risks and to enhance the coherence of such activities from a system-wide perspective.

35. The United Nations system, given its core universal values and high visibility in the worldwide media, is a privileged partner for private sector firms and this can help to strengthen the work of the United Nations. However, there are risks associated such as the possibility of a loss of autonomy and independence of United Nations system organizations and the risk to reputation or image associated with the selection of non-appropriate partners and/or activities.

36. In this regard, the note recommends the revision of guidelines for cooperation with the private sector, which should be adequately streamlined and consistently applied across the system. It suggests further development of system-wide mechanisms for partnership information- and knowledge-sharing, as well as basic and customized training programmes for staff dealing with the private sector, in order to responsively engage the United Nations in successful partnerships.

37. *JIU/NOTE/2009/2, Internships in the United Nations system*. On the basis of an internal proposal, the Joint Inspection Unit included in its programme of work of 2008 and finalized in 2009, a note on internships in the United Nations system. The review covered 18 organizations and gathered views from different stakeholders within the organizations, including human resources departments, supervisors, interns as well as some sponsors of internship programmes. The note provides an overview of the variety of internship programmes within the United Nations system and makes recommendations for enhancing transparency and effectiveness. The findings revealed that internship programmes are positively appraised by all stakeholders as a win-win experience. Issues identified include the need to improve the programmes' performance and to better support the process-cycle from application to final evaluation.

38. The recommendations propose concrete measures to broaden the range of opportunities to increase geographical distribution of interns, strengthen links with academia, further develop computerized systems to facilitate the access to the internship programmes, and eliminate restrictions for future employment of interns so that they can apply and compete on equal footing as external candidates. The Unit received positive feedback from some organizations which redefined their internship programmes following the interviews with the Joint Inspection Unit team.

39. *JIU/ML/2009/1, Disbursement of travel advances by travellers cheques at the United Nations Office at Geneva*. The management letter was prepared owing to the fact that not all staff members of the United Nations Office at Geneva as well as some other organizations serviced by the Office for official travel were aware of the possibility to receive travel advances not only by traveller cheques but also by electronic funds transfer. Clarification on this issue was sought and obtained from the Office and resulted in the adoption of revised financial procedures for travel advances.

40. *JIU/ML/2009/2, Membership criteria for inclusion in International Organizations of Geneva (IOG) Joint Airlines Negotiating Group*. The Working

Group on joint airlines negotiations was established in November 2001 and currently includes 10 Geneva-based international organizations. The combined volume of air tickets purchased by them in 2008 was CHF 120 million. As a result of negotiating preferential airfares, the members of the International Organizations of Geneva were able to save a minimum of CHF 19.24 million in 2008. However, on 1 January 2009, an international organization that benefited from these negotiated airfares and having a substantial travel volume, was excluded. The management letter sought clarification as to the basis of this exclusion and what were the membership criteria to participate in the joint negotiations. The International Organizations of Geneva responded by confirming that the Working Group is governed by the statutes of the Common Procurement Activities Group and thus the excluded organization could apply for membership in that group, and on acceptance, benefit from the negotiated airfares.

D. Interaction with participating organizations

41. In response to the request of the General Assembly in its resolution 60/258, the Unit continued to enhance its dialogue with participating organizations during 2009 in line with the revised policy and guidelines adopted in 2008. In that respect, the designated focal point inspectors continued to solicit interviews with officials of participating organizations to discuss ways to improve mutual relations.

42. Meetings were held with the Deputy Secretary-General of the United Nations and the executive heads of the International Atomic Energy Agency (IAEA), the International Trade Centre (ITC), the United Nations Conference on Trade and Development (UNCTAD), UNEP, the United Nations Office at Nairobi and the World Meteorological Organization (WMO). In addition, focal point inspectors, during their project-related missions, used the opportunity to meet with the focal points of the respective participating organizations, as appropriate. During these meetings, issues of common concern for both the Unit and the organizations were discussed.

43. Inspectors also participated in the sessions of the legislative bodies of organizations where Joint Inspection Unit reports were considered (ITU, UNEP, UNWTO and WMO). At the United Nations, report coordinators also introduced their reports, as appropriate, to the Fifth and Second Committees of the General Assembly and to the Economic and Social Council. The Unit also accepted an invitation to attend the ninth session of the Conference of the Parties of the United Nations Convention to Combat Desertification to introduce the pertinent Joint Inspection Unit report.

44. Contacts with Member States, regional groups, and the President of the General Assembly also took place in the context of the preparation of reports and visits to New York as well as with potential donors.

45. In 2009, the Unit was represented at several formal and informal consultations with the Fifth Committee of the General Assembly to discuss the Unit's annual report and programme of work and the budget proposal for 2009-2010.

46. These meetings represented unique opportunities for interaction with secretariats and Member States so as to promote a better understanding of the Unit's work and challenges. The Unit intends to continue organizing such meetings in 2010

and to hold more periodic consultations in the future with the secretariats of its participating organizations and Member States.

E. Follow-up to recommendations

47. The follow-up system to track the implementation and impact of the recommendations contained in Joint Inspection Unit reports, notes and management/confidential letters remains a critical tool for the dialogue of the Unit with its participating organizations.

48. The General Assembly, in its resolution 60/258, requested the Unit to strengthen the follow-up on the implementation of its recommendations. The Unit followed suit with a number of activities as outlined in its previous annual reports and has dedicated considerable efforts to follow-up within its stretched resources.

49. In preparation for the present report, the Unit requested its participating organizations to provide information on all recommendations issued between 2006 and 2008. At the time of writing the present report, the secretariat had received information from all but four organizations (UNWTO, World Intellectual Property Organization (WIPO), United Nations Human Settlements Programme (UN-Habitat) and ITU). This response rate remains stable, as it is similar to the previous year when four organizations did not respond.

50. In this regard, the Unit wishes to recall the provisions of General Assembly resolution 62/246, reiterated in its resolution 63/272, in which the Assembly requested the Secretary-General, in his capacity as Chairman of CEB, to expedite the consideration of and action on the Unit's recommendations and to report to the Assembly on an annual basis on the results achieved.

51. The General Assembly, in its resolution 62/246, also requested the Unit to study the feasibility of using a web-based follow-up system to monitor the status of recommendations and receive updates from organizations. Consequently, the Unit requested in its budget submission for 2010-2011 the necessary resources to address that request and is grateful to the General Assembly for the approval for the update of the web-based follow-up system.

Consideration of Joint Inspection Unit reports, notes and management/confidential letters

52. Data available on the 33 reports, notes and management/confidential letters issued during 2006, 2007 and 2008 were analysed against the provisions of the Joint Inspection Unit statute.[4]

53. Executive heads have provided comments on all 13 single-organization reports, notes and management/confidential letters issued throughout the same period. Furthermore, all single-agency reports have been considered by the legislative bodies of the organizations concerned.

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[4] See article 11, paras. 4 and 5. In this regard, Member States are invited to review the Joint Inspection Unit statute concerning the preparation of reports, notes and management letters.

54. During the same period, the Unit issued 20 reports, notes and management letters that were system-wide or concerned several organizations and that required comments by CEB.

55. Reports were not always scheduled for consideration by legislative bodies right after the issuance of comments. In the case of those participating organizations whose relevant governing bodies meet only once a year, or have a separate agenda item for the Joint Inspection Unit once a year, it may take considerable time for the Unit's reports to be considered. This explains the high ratio of recommendations that have yet to be considered for system-wide reports issued in 2008, as shown in table 1 below.

56. The utmost efforts should be made by WIPO, ITU, UNWTO and IAEA, which received 16 reports during this period but have not provided any information on action taken.

57. WHO, UNIDO, IMO, the Universal Postal Union (UPU) and the United Nations Development Programme (UNDP) exemplify the best practices, followed by the United Nations Population Fund (UNFPA), the International Civil Aviation Organization (ICAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and WFP. Still, most of these organizations, when presenting their comments for consideration, do not propose to legislative bodies a concrete course of action to accept, reject or modify the recommendations addressed to them.

Table 1

Consideration of Joint Inspection Unit system-wide reports by legislative bodies (based on available official documentation found on the organizations' websites)

Report	Short title	Sent for action	United Nations and its funds and programmes						Specialized agencies and IAEA														Total organizations not considering reports
			United Nations	UNDP	UNFPA	UNICEF	WFP	UNEP	ILO	FAO	UNESCO	ICAO	WHO	UPU	ITU	WMO	IMO	WIPO	UNIDO	UNWTO	IAEA	
JIU/REP/2005/2	Performance at country level	24.05.2005						■							■			■		■	■		5
JIU/REP/2005/3	Open-source software in secretariats	13.07.2005		■	■		■	■							■		■	■		■	■		9
JIU/REP/2005/4	Common payroll	01.09.2005						■	■						■			■		■	■		6
JIU/REP/2005/7	Open-source software for development	19.10.2005					■	■							■			■		■	■		6
JIU/REP/2005/8	New Partnership for Africa's Development	23.12.2005						■							■			■		■	■		5
JIU/REP/2006/2	Oversight lacunae	06.03.2006						■							■			■		■	■		5
JIU/REP/2006/4	Headquarters agreements II	28.09.2006				■		■							■			■		■	■		6
JIU/REP/2006/5	Disaster reduction	06.10.2006						■	■					X	■	■		X	X	X	X		4
JIU/REP/2007/1	Voluntary contribution	02.07.2007	■					■							■			■		■	■		6
JIU/REP/2007/2	United Nations staff medical coverage	06.07.2007	■					X							■			■		■	■		5
JIU/REP/2007/4	Age structure	28.06.2007						X							■			■		■	■		4
JIU/REP/2007/6	Knowledge management in the United Nations system	06.11.2007	X			X		■						■	■			■		■	■		6
JIU/REP/2007/10	Liaison office	04.02.2008	■			X		■				X		X	X		X	■		■	■		5
JIU/REP/2007/12	HIV/AIDS	13.02.2008	■	■	■	■		X		X		X		X	X	X	X	X	X	X	X		4

Report	Short title	Sent for action	United Nations and its funds and programmes						Specialized agencies and IAEA														Total organizations not considering reports
			United Nations	UNDP	UNFPA	UNICEF	WFP	UNEP	ILO	FAO	UNESCO	ICAO	WHO	UPU	ITU	WMO	IMO	WIPO	UNIDO	UNWTO	IAEA		
JIU/REP/2008/2	Junior professional officer/Associate professional officer/Associate professional officer programmes	22.12.2008										X		X	X	X	X	X	X	X			6
JIU/REP/2008/3	Review of environmental governance	24.02.2009																					13
JIU/REP/2008/4	National execution of technical cooperation projects	24.02.2009																					13
JIU/REP/2008/5	Review of ICT hosting services	24.02.2009																					13
JIU/REP/2008/6	Management of Internet websites	24.02.2009																					13
Total reports to be considered			**18**	**19**	**19**	**17**	**19**	**16**	**19**	**18**	**19**	**16**	**19**	**15**	**16**	**17**	**16**	**16**	**16**	**16**	**17**	**328**	
Total reports not considered			**9**	**2**	**3**	**7**	**7**	**15**	**5**	**5**	**4**	**4**	**0**	**1**	**16**	**5**	**2**	**16**	**0**	**16**	**17**	**134**	
Percentage of non-consideration			50%	11%	16%	41%	37%	94%	26%	28%	21%	25%	0%	7%	100%	29%	13%	100%	0%	100%	100%	**41%**	

Considered
Not considered (yet)
Sent for information only

Acceptance/approval of recommendations contained in reports and notes published between 2004 and 2008

58. Until its annual report for 2007, the Unit used to report on the aggregate acceptance rate of recommendations for the previous biennium for all organizations concerned. In 2008, the reporting system was changed to disclose implementation by year of publication to allow for monitoring progress over time. In 2009, the Unit decided to present the aggregate figures in a triennial perspective in order to better show trends across the reporting years. Based on its multi-year tracking of data, the Unit is now in a position to compare the status of acceptance and implementation for the last three consecutive reporting periods (e.g., 2004-2006, 2005-2007, and 2006-2008) (see figure I-IV). The number of recommendations issued since 2004 has increased from 349 during the preceding reporting period to 466 currently. This renders the follow-up system more complex and time-consuming.

Single-organization reports and notes

59. An analysis of available data concerning the 183 recommendations contained in single-organization reports and notes issued in 2006, 2007 and 2008 as at the end of 2009 shows a stable trend with a 64 per cent acceptance rate, which is considered as very satisfactory. It should be noted, however, that the acceptance rate remains low for those recommendations issued in 2006 (44 per cent). This is attributable mainly to the fact that those recommendations which were addressed either to the Secretary-General or the General Assembly, remain either "under consideration" or "no information provided", leaving their status "unclear" for the purpose of the Unit's follow-up system.

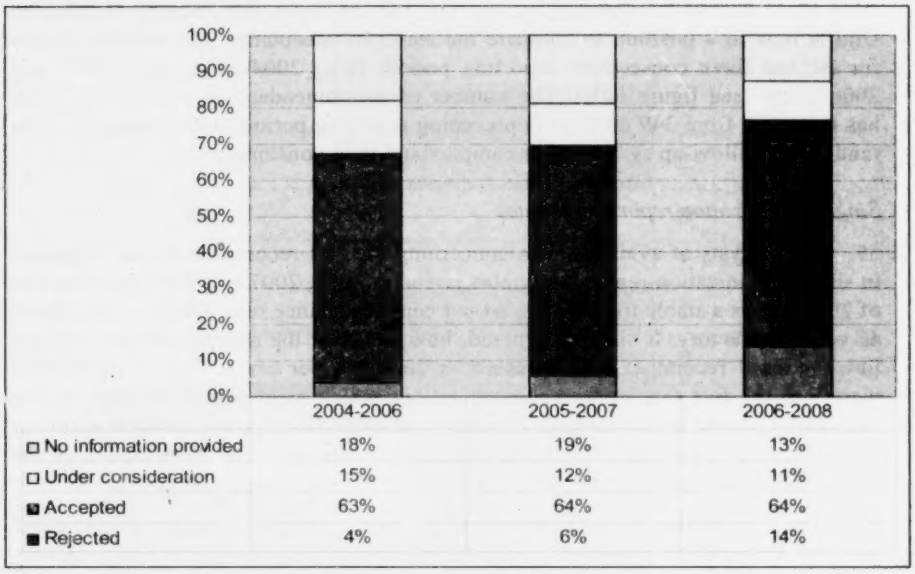
60. The Unit wishes to underscore that the two categories "under consideration" and "no information provided" represent an unclear status, which makes it very difficult to analyse data. The term "under consideration" indicates a first phase of consideration, with the expectation that this status will change in time to "accepted" or "rejected". However, it appears that a number of recommendations are not taken up and thus remain entered in the system as "under consideration", rendering them effectively as never acted upon.

61. The overall acceptance/approval rate (2006-2008) of 64 per cent remains unchanged as compared to the previous reporting period (2005-2007). No information was provided for 13 per cent of the recommendations and 14 per cent of all recommendations were rejected.

62. Eleven per cent of all recommendations are "under consideration" during the current reporting period, as opposed to the 12 per cent reported in 2008. In most of these instances, the governing bodies, after having considered the reports, have taken note of the recommendations, without explicitly approving or endorsing them. In this connection, it is imperative that the secretariats of participating organizations propose a course of action to Member States, which should result in either clearly accepting or rejecting recommendations addressed to them. Member States, in turn, are expected to play their governance role by deciding on a concrete course of action. Taking note is tantamount to non-action and therefore is not an acceptable outcome. In its resolution 62/246, the General Assembly expressed its readiness to apply the follow-up system to review recommendations of the Unit requiring action by the Assembly.

63. It has to be stressed that all participating organizations provided the Unit with the status of acceptance regarding all the single-agency reports and notes issued in 2008.

Figure I
Triennial perspective of acceptance of recommendations contained in single-organization reports and notes



Sources: A/62/34/Add.1, A/63/34 and Corr.1 and late 2009 information provided by the organizations.

System-wide reports and notes and those concerning several organizations

64. An analysis of available data on all 283 recommendations contained in the system-wide reports and notes and those concerning several organizations issued between 2006 and 2008 shows a stable trend regarding the acceptance rate.

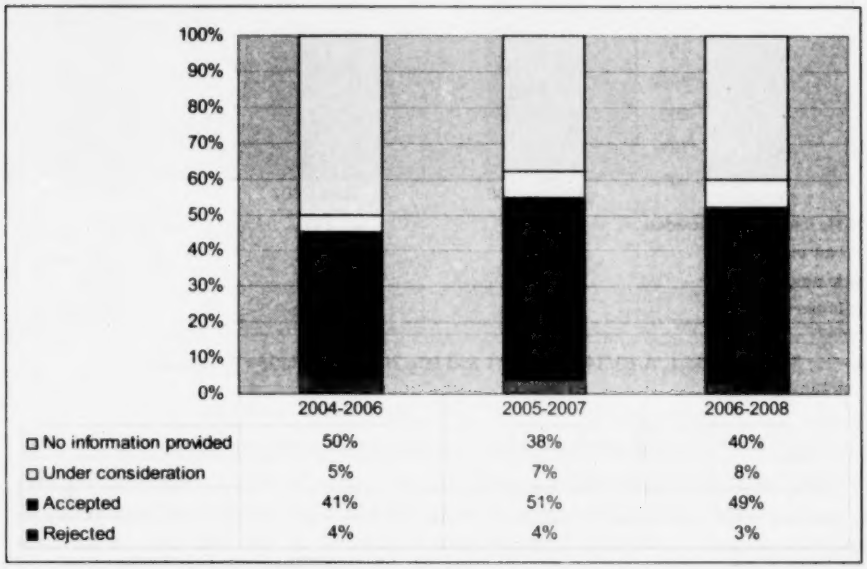
65. The low overall approval/acceptance rate of 49 per cent is based on the fact that no information was provided for 40 per cent of the recommendations. Unlike single-organization reports, which are generally acted upon within the year of issuance, particularly if they are mandated, it takes more time for comments on system-wide reports to be issued and for reports to be scheduled and considered throughout all participating organizations. Only 3 per cent of the recommendations issued were rejected.

66. Eight per cent of recommendations are still under consideration. The remarks made in paragraph 53 above apply also to those instances when the governing bodies, after having considered system-wide or multiorganization reports, have only taken note of their recommendations, without explicitly approving or endorsing them.

67. The high percentage of recommendations for which no information was provided in 2008 is attributable to UNEP, WHO, WIPO, UNWTO and the United

Nations Secretariat. However, it should be noted that the latter, in collaboration with the Unit, recently decided to resolve the issue of outstanding Joint Inspection Unit recommendations addressed to the General Assembly. In this respect, it is expected that the Unit should be able to report on those recommendations in its annual report for 2010.

Figure II
Triennial perspective of acceptance of recommendations contained in system-wide reports and notes



Sources: A/62/34/Add.1, A/63/34 and Corr.1 and late 2009 information provided by the organizations.

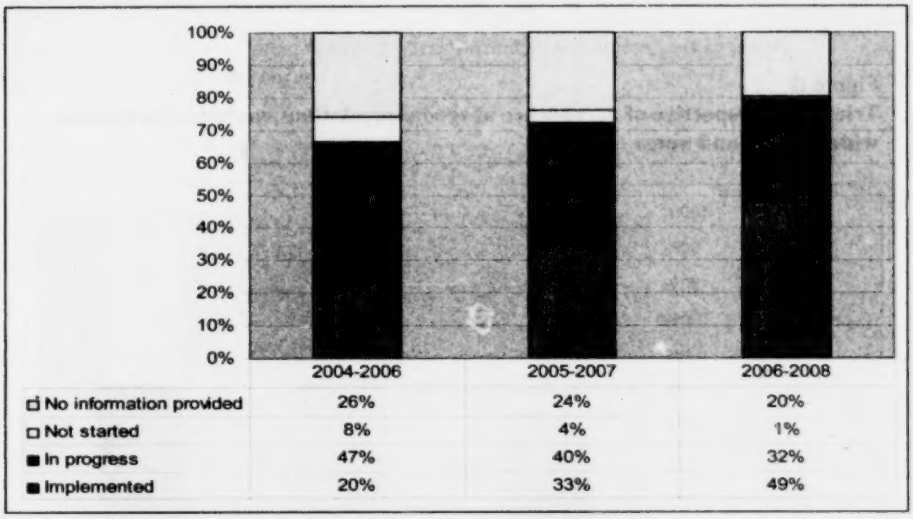
Implementation of recommendations contained in reports and notes published between 2004 and 2008

Single-organization reports and notes

68. The data on approved/accepted recommendations should normally show lower rates of implementation for the most recently published recommendations. But paradoxically, at the end of 2009 the available data for single-organization reports and notes present ascending rates for them (2006, 2007 and 2008) with 49 per cent of recommendations implemented and 32 per cent in progress. Implementation had not yet started in 1 per cent of cases. No information on the status of implementation was received for 20 per cent of the accepted recommendations.

69. This data can be compared with the results commented upon in the two previous annual reports of the Unit, for previous triennial periods of publications: the implementation rate is thus improving with 49 per cent of recommendations implemented and 32 per cent in progress against 33 per cent and 40, respectively, in the previous period, and even more compared to the results for 2004-2006.

Figure III
Triennial perspective of implementation of recommendations contained in single-organization reports and notes



	2004-2006	2005-2007	2006-2008
No information provided	26%	24%	20%
Not started	8%	4%	1%
In progress	47%	40%	32%
Implemented	20%	33%	49%

Sources: A/62/34/Add.1, A/63/34 and Corr.1 and late 2009 information provided by the organizations.

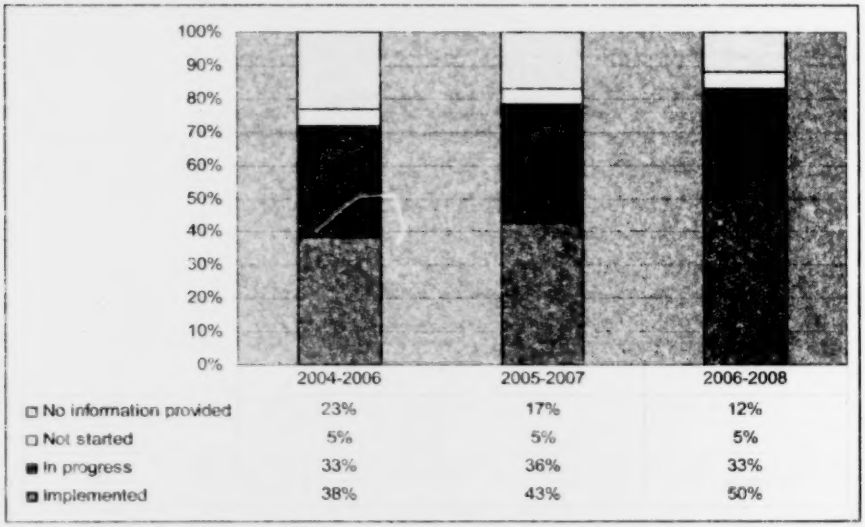
System-wide reports and notes and those concerning several organizations

70. The implementation rate for system-wide reports and notes published during the period 2006-2008 also improved with 50 per cent of the recommendations implemented and 33 per cent in progress compared to 43 per cent and 36 per cent, respectively, during the preceding reporting period. This should be considered as a very positive achievement as each of those recommendations is addressed to a large audience of participating organizations and Members States.

71. Implementation had not yet begun in only 5 per cent of the cases. No information on implementation had been received for the remaining 12 per cent.

Figure IV

Triennial perspective of implementation of recommendations contained in system-wide reports and notes



Sources: A/62/34/Add.1, A/63/34 and Corr.1 and late 2009 information provided by the organizations.

72. Table 2 below shows the acceptance and implementation rate by organization since the inception of the system, from 2004 to date, it is self-explanatory in terms of the commitment of each organization to the follow-up system.

73. On the positive side and based on information received from executive heads, it appears that, in descending order, UNDP, UNRWA, UNESCO, IAEA, FAO, WFP, UNIDO and the United Nations Office on Drugs and Crime have the highest rate of acceptance, while UNESCO, UNDP and the United Nations Office on Drugs and Crime have the highest rate of implementation.

Table 2
Aggregate status of acceptance and implementation of Joint Inspection Unit recommendations by participating organizations (2004-2008)
(Percentage)

	Acceptance					*Implementation*			
	Not relevant	*Accepted/ approved*	*Rejected*	*Under consideration*	*No information provided*	*Not started*	*In progress*	*Implemented*	*No information provided*
United Nations	2.8	41.3	9.1	8	38.8	3	55	44	16
UNCTAD	31.1	31.1	3.3	31.1	3.3	10.5	31.6	26.3	31.6
UNODC	25	69.8	2.1	3.1	19.8	2.1	35.4	52.1	10.4
UNEP	8	33.6	2.7	0.9	54.9	7.9	18.4	5.3	68.4
UN-Habitat	35.2	63			1.9	2.9	55.9	41.2	
UNHCR	1.3	33.5	1.9	5.2	58.1	5.8	30.8	48.1	15.4
UNRWA	12.8	85.1		1.1	1.1	8.8	36.3	35	20
UNDP		94.4	1.9	3.8		4.6	31.8	56.3	7.3
UNFPA	0.7	51	2.6		45.7		32.5	53.2	14.3
UNICEF	4	66.7	1.3	3.3	24.7	3	25	48	24
WFP		78.9	0.7	19.7	0.7	2.5	38.3	48.3	10.8
ILO	2	37.1	1.3	7.3	52.3		17.9	19.6	62.5
FAO		79.9	9.7	4.9	5.6	3.5	33	53	10.4
UNESCO	2.7	82.4	6	2.7	5.3	0.8	28	64.8	6.4
ICAO	9.4	42.3	5.8	18.7	23.7	3.4	16.9	78	1.7
WHO		41.3	3.8	1	53.8	25.6	48.8	16.3	9.3
UPU	10.1	40.4	2.8	21.1	25.7	13.6	45.5	29.5	11.4
ITU	1.2	13.1			85.7		27.3	72.7	
WMO	8.3	62.2	6.4	8.3	14.7	7.2	21.6	70.1	1
IMO	1	38.2	2.9	3.9	53.9	2.6	5.1	20.5	71.8
WIPO		13.4	1		85.6		53.8	46.2	
UNIDO	2.3	74.2	5.5	18		20	35.8	36.8	7.4
UNWTO		6.7	23.6	4.5	65.2		100		
IAEA	2.3	81.7	3.8	11.5	0.8	3.7	21.5	44.9	29.9

Impact

74. The Unit uses eight different categories to better determine and report on the impact of its recommendations.

75. As in previous years, the majority of the recommendations made continued to focus on enhanced effectiveness and efficiency, followed by enhanced accountability and dissemination of best practices.

76. The intended impacts since 2005 are presented in table 3 below.

Table 3

	Number of recommendations					*Percentage*				
Impact categories	*2005*	*2006*	*2007*	*2008*	*2009*	*2005*	*2006*	*2007*	*2008*	*2009*
Enhanced effectiveness	18	34	63	40	38	15	37	44	34	34
Enhanced efficiency	37	8	43	20	22	32	9	30	17	20
Enhanced accountability	2	20	10	19	17	2	22	7	16	15
Enhanced controls and compliance	17	4	13	13	4	15	4	9	11	4
Enhanced coordination and cooperation	20	10	7	7	4	17	11	5	6	4
Dissemination of best practices	20	15	4	8	16	17	16	3	7	14
Financial savings	1	1	3	6	1	1	1	2	5	1
Other	2	0		6	11	2	0	0	5	10
Total	**117**	**92**	**143**	**119**	**112**	**100**	**100**	**100**	**100**	**100**

F. Relationships with other oversight and coordinating bodies

77. The Unit continued its increasingly active interactions with other oversight and coordinating bodies in 2009.

78. At the annual tripartite meeting with the Board of Auditors and the Office of Internal Oversight Services (OIOS), held in mid-December 2009, the parties presented and discussed their workplans for 2010, which had been informally shared among participants prior to the meeting, with a view to avoid overlapping or duplication and achieve further synergy and cooperation. It was further proposed to develop a common statement of purpose for the group which could be shared with all key stakeholders and it was decided that formal tripartite meetings would be held twice a year, utilizing videoconferencing to the extent possible.

79. In addition, throughout the year, the three parties met on other occasions, taking advantage of official missions to their respective locations.

80. The Unit also had regular contacts with other internal oversight services, in particular those that have been designated as their organization's focal point for dealing with Joint Inspection Unit issues. In early December, the Unit met with the Internal Audit Advisory Committee.

81. The Unit participates as an observer in the annual meetings of the United Nations Evaluation Group,[5] the meetings of representatives of internal audit services of the United Nations organizations and multilateral financial institutions and the Conference of International Investigators, important forums for exchange of oversight practices and discussion of system-wide oversight issues.

82. Several new exchanges took place with the Evaluation Group and CEB, regarding paragraph 8 of General Assembly resolution 63/311, which requests the Secretary-General to make recommendations on the establishment of a system-wide evaluation mechanism. The Unit reiterates its position that there is no need to

[5] The United Nations Evaluation Group is a group of professional practitioners of evaluation in the organizations of the United Nations system.

replicate structures that already exist within the system and that the Joint Inspection Unit has the mandate, independence and experience to respond to system-wide evaluation demands, provided that sufficient resources are allocated to properly discharge this function. In resolution 63/272, the General Assembly reaffirms the unique role of the Unit "as the only external and independent system-wide inspection, evaluation and investigation body". While the Unit recognizes the need for improved mechanisms for system-wide evaluation, it believes this can be done with a more modest increase in resources by building on and strengthening already existing capacities, which include the Joint Inspection Unit, OIOS and the evaluation offices throughout the system. Furthermore, the Unit believes that there are several models and options on how to improve system-wide coverage and that these should be thoroughly discussed prior to making any proposal to the General Assembly.

83. In response to General Assembly resolution 63/311, the Unit also sent a letter to the Secretary-General offering to take on the requested independent evaluation of the "delivering-as-one" pilots. An approach note prepared by the United Nations Evaluation Group in late 2009 reflected the Joint Inspection Unit as one of two possible options for undertaking the independent evaluation. The Unit believes that the second option, which involves the setting up of an ad hoc secretariat, the recruitment of a team of independent consultants and an independent reference group, requires significant extra resources and risks not being sufficiently anchored in existing structures. The Unit looks forward to being actively involved in discussions on how to strengthen system-wide evaluation capacities.

84. Cooperation with CEB further improved in 2009. In addition to the new practice of channelling and prioritizing system-wide proposals of participating organizations for the Joint Inspection Unit programme of work through CEB, frequent and regular exchanges with the CEB secretariat at both levels at Geneva and in New York took place. The Unit was invited to participate in a meeting on accountability and enterprise risk management organized by the High-level Committee on Management. The Unit reiterates its proposals for participation in relevant sessions of the subcommittees of the High-level Committee on Management and the High-level Committee on Programmes to exchange views on issues of common interest.

G. The new Joint Inspection Unit strategic framework: a results-based management approach

85. In 2008, the Unit submitted for consideration of the legislative bodies of its participating organizations a new results-based management strategic framework defining its long-term and medium-term objectives in annex III of its annual report. The new strategic framework responded to the request of the General Assembly, in its resolutions 62/226 and 62/246 to focus its work on system-wide issues of interest and relevance to the participating organizations and to provide advice on ways to ensure more efficient and effective use of resources in implementing the mandates of the organizations.

86. The General Assembly, in its resolution 63/272, acknowledged the Unit's undertaking to apply results-based management in its medium- and long-term strategic framework. Regrettably, in a period of global crisis and financial resources

constraint, no additional resources were obtained in the approved programme budget for 2010-2011 and the Unit will thus adjust its work programme for the next biennium accordingly.

H. Resources

87. The approved staffing table of the Joint Inspection Unit in 2009 was composed of 11 Inspectors (D-2), the Executive Secretary (D-2), 10 Professional posts dedicated to evaluation and inspection (two P-5, three P-4, three P-3 and one P-2) and to investigation (one P-3), a Senior Research Assistant (G-7) and 8 General Service (Other level) staff, of whom four are assigned as research assistants to specific projects and 4 provide administrative, IT, documentation management, editorial and other support to the Unit.

88. With the creation of two Professional posts at the beginning of 2008 against the cancellation of two General Service posts, both the ratio of General Service to Professional staff and the ratio of Professional staff to Inspectors were to improve. Two new staff were subsequently recruited during 2008 but one left the Unit in 2009 under the mobility programme and the post has been re-advertised. In addition, four other staff transferred or retired during 2009 and the new Executive Secretary joined only in August 2009. Although short-term staff was hired to address these temporary vacancies, given the high turnover, the expected impact of such improved ratio could therefore not be felt.

89. The efforts to develop staff professional capacity and skills continued during the year. On average, each staff benefited from seven days training, which is higher than the United Nations target of five days.

90. In terms of financial resources, regular budget expenditures for 2009 amounted to $6.002 million after recosting, of which $5.513 million (92 per cent) was for staff costs, $0.265 million (4.4 per cent) for travel and $0.223 million (3.7 per cent) for other non-staff costs.[6]

91. Further to the voluntary contribution from the Government of Norway in 2008, the amount of $100,070 towards a report-related activity, in 2009 the Unit obtained funding in the amount of $219,000 to undertake an evaluation requested by the legislative body of a non-participating organization (United Nations Convention to Combat Desertification) and included in its programme of work. A trust fund was established for the receipt of these and any other future voluntary contributions.

92. The Unit appreciates the efforts made by Member States in the current context of economic crisis to allocate non-recurrent resources to the modernization of the Joint Inspection Unit website and follow-up system and looks forward to obtaining, when the situation improves in the near future, an increase in posts in common with other United Nations oversight services that have benefited from a significant injection of resources in recent years.

[6] Final figures subject to change once accounts are closed.

I. Administrative issues

93. On the appointment of the Executive Secretary, the Unit appreciated the support of the General Assembly in its resolution 63/272. It would like to announce that, the Unit has chosen from the Joint Inspection Unit short list, and the Secretary-General has appointed, a qualified and capable new Executive Secretary, who took up her duties at 23 August 2009.

94. In its resolutions 62/246 and 63/272, the General Assembly requested the Unit to report on any difficulties and delays in obtaining visas for the official travel of some of the inspectors and members of its secretariat. Regretfully, new incidents were registered in 2009.

Chapter II
Programme of work for 2010

95. In accordance with General Assembly resolution 61/260, by which the Assembly decided to consider jointly the annual report and programme of work of the Joint Inspection Unit during the first part of its resumed session, the Unit launched the preparation of its programme of work for 2010 in July 2009, inviting participating organizations and oversight bodies to submit proposals by the end of September 2009.

96. In total, 37 proposals were received from participating organizations and other oversight bodies. In addition, the Unit made three internal proposals. In 2009, 32 proposals were related to issues of a system-wide nature and 8 concerned several organizations. The participating organizations were also requested this time to consider 13 proposals from last year's roster of potential projects.

97. All external and internal proposals were subjected to a thorough screening process, which took into account the work done and planned by other internal and external oversight bodies, resource implications of the proposed review and timeliness for governing bodies and other recipients, as well as the potential to contribute to enhanced effectiveness, efficiency, coordination and cooperation.

98. System-wide proposals for 2010 were channelled through the CEB secretariat, which ranked them by priority. Before finalizing the process, the participating organizations were invited to prioritize system-wide proposals received. The comments made by the CEB secretariat and by participating organizations were taken into account by the Unit when adopting its programme of work for 2010. In order to avoid duplication and create synergies among oversight bodies, the Unit further shared the tentative programme with the Board of Auditors and OIOS during their tripartite meeting of December 2009.

99. Finally, after careful consideration, taking into account the request of the General Assembly to focus on issues of system-wide interest, value and relevance to the efficient functioning of all organizations to which it provides services, as well as the strategic directions drawn in its strategic framework for 2010-2019 and the resources available to implement such projects, the Unit included 10 new projects in its programme of work for 2010 (7 system-wide topics, 1 topic concerning several organizations and 2 reviews of the management and administration of single organizations). Seven system-wide projects and three reviews of management and administration were placed in the roster for future years.

100. The programme of work is subject to change in the course of the year: new reports may be added; planned reports may be modified, postponed or cancelled when circumstances warrant; and titles may be changed to reflect the new thrust of reports.

Evaluation of the scope, organization, effectiveness and approach of the work of the United Nations in mine action[7]

101. The General Assembly, in its resolution 64/84, underlined the need for a comprehensive and independent evaluation of the scope, organization, effectiveness and approach of the work of the United Nations in mine action. Fourteen United Nations departments, programmes, agencies and funds are involved in mine action comprising the United Nations Mine Action Team: the Department of Peacekeeping Operations, the United Nations Mine Action Service located in the Office of Rule of Law and Security Institutions in the Department of Peacekeeping Operations, the Office for Disarmament Affairs, UNDP, UNICEF, the United Nations Office for Project Services (UNOPS), FAO, the Office for the Coordination of Humanitarian Affairs, the Office of the Special Adviser on Gender Issues and Advancement of Women, OHCHR, UNHCR, WFP, WHO and the World Bank. There has not been an overarching evaluation of the United Nations Mine Action Team. The Joint Inspection Unit report will provide the first such review. The purpose of the report is to evaluate the scope, organization, effectiveness and approach of the work of the United Nations in mine action.

Multilingualism in the United Nations system organizations — status of implementation[8]

102. The imbalance among the six official languages and the disparity between the working languages of the Secretariat — English and French — have been a matter of concern for Member States and a recurring issue on the agendas of governing bodies of the United Nations system, in spite of numerous resolutions promoting effective multilingualism. As an update on the implementation of multilingualism across the United Nations system, and in response to a suggestion made by FAO, the report will follow up on the Joint Inspection Unit system-wide report JIU/REP/2002/11, review the current staffing arrangements and funding mechanisms of language services, identify best practices and recommend adequate measures to address the above-mentioned issues and the related ones such as language examinations in the context of recruitment, access to information, distribution of documents, development of the United Nations website towards official languages parity, among others.

Review of the audit function in the United Nations system[9]

103. Maintaining effective corporate governance in United Nations system organizations is contingent upon the internal and external audit function and executive management. Building upon previous reports on the oversight function, including that of the Joint Inspection Unit, the objective of the review is to establish system-wide coherence among the competent entities dealing with the audit function in the United Nations system organizations. It would cover the internal and external audit and, as appropriate, the role of the respective audit committees established at the level of each organization. The scope of the review would extend to the mandate and practice of the audit and audit-related functions that are being performed by the relevant entities, in particular the internal oversight/audit services, the Board of

[7] Proposed by the United Nations Mine Action Service and supported by the United Nations/OIOS.

[8] Internal proposal as well as proposed by FAO and from the Roster.

[9] Internal proposal.

Auditors, the Panel of External Auditors, OIOS, the audit committees with reference to relevant financial regulations and rules of each organization, the Institute of Internal Auditors standards and the International Organization of Supreme Audit Institutions. The project would also evaluate the relationships between the various audit services/bodies, management and governing bodies of the United Nations system organizations.

Review of the Medical Service in the United Nations system organizations[10]

104. Growing concern regarding the current capacity of the United Nations system to protect, manage and monitor the health of its staff was expressed. This is of particular relevance to those staff deployed at hardship duty stations, and in the context of the United Nations strategic movement towards mobility and increased field presence. There are significant gaps in the United Nations capacity to support, manage and monitor a global extranational health-care system. The resources available to manage and support the health-care workforce are minimal, and scattered through various departments and organizations. There is no coordinated management structure in the United Nations system for the oversight, monitoring, and support of United Nations health-care services. The purpose of this report is to conduct a system-wide review of the way in which health and medical services are provided, managed, supported and monitored, with a view to proposing changes that will enable the United Nations to meet its duty of care regarding the health and safety of its staff.

Lump-sum payments in lieu of entitlements[11]

105. This review will look at existing entitlements; examine the differences across the United Nations system in both the application and basis for determining lump-sum incentives; and see if there is scope for extending the lump-sum option. A cost-benefit analysis will be conducted to assess whether lump-sum options are cheaper or more expensive for organizations in actual practice.

Status and way-ahead of procurement reform in the United Nations system organizations[12]

106. During the preparation of the work programme, 11 organizations rated procurement as a priority to be included in the Joint Inspection Unit work programme. Procurement is not only a significant part of expenditures but also an important element in the fulfilment of the mandate of the organizations. The overall procurement volume of United Nations system organizations more than doubled from 2004 to 2008 (from $6.5 billion to $13.6 billion). Procurement, with its increasing expenditure volume and complexity, constitutes an important risk area for the efficient and effective functioning of the organizations.

107. Prompted by such substantial increase in procurement volume and complexity over the years, organizations have initiated procurement reforms to realize efficiency gains and improve operational effectiveness as well. It is time to assess the implementation of these reform initiatives, identify best practices and lessons

[10] Proposed by United Nations/Office of Human Resources Management/Medical Services Division and OIOS.

[11] Proposed by United Nations/Department for General Assembly and Conference Management.

[12] Proposed by UNICEF and Roster.

learned. The objective of this study is to assess main procurement policies, practices and reform initiatives in the United Nations system organizations with a view to identifying areas to improve efficiency, effectiveness, transparency, harmonization and cooperation. It will provide a way forward for the further implementation of procurement reforms in the system.

Review of the United Nations system organizations' policies and procedures for administration of trust funds[13]

108. Trust funds are a widely spread form of managing extrabudgetary financial resources across the United Nations system. The project will review the relevant rules and regulations, policies and practices governing the administration of trust funds in the United Nations system organizations, to assess the operation and effectiveness of the administration of the different types of trust funds with a view to identify best practices and promote system-wide coherence. The report will look into issues such as programme support costs and cost recovery policies, grant administration, framework agreements with donor countries and funding institutions, as well as monitoring and audit requirements. The review intends to identify the possible areas for improved and coherent administration of the trust funds across the United Nations system.

Financing for humanitarian operations by the United Nations system[14]

109. There are different types of financing mechanisms that respond to humanitarian needs: central contingency funding arrangements run by the Office for the Coordination of Humanitarian Affairs; emergency funds and facilities available in the United Nations agencies and programmes such as WFP and UNESCO; and multi-donor trust funds established by the agencies at the request of affected countries. Unless the United Nations system establishes an effective system-wide coherence and coordination on the programme objectives of these mechanisms, the risk of fragmentation of operations as well as inefficiencies in programme delivery will grow. The main objective of the review will be identifying gaps and duplication in the objectives of the trust funds concerned, reviewing programme planning and delivery processes among these mechanisms; and identifying ways of improving accountability of delivery of their assistance to the affected population.

Review of management and administration in the United Nations Office on Drugs and Crime[15]

110. The United Nations Office on Drugs and Crime is a global front-runner in the fight against illicit drugs and international crimes. Operating in all regions of the world, its mandate is to assist Member States in their concerted efforts to counter the world drug problem, combat transnational crime in all its dimensions and struggle against international terrorism. According to its statute the Unit is to conduct regularly management and administration reviews of participating organizations. This is the first time for the Unit to conduct such a review of the

[13] Proposed by the Economic and Social Council for Asia and the Pacific.

[14] Proposed by United Nations/OIOS.

[15] Internal proposal, as part of the series of reviews of administration and management of individual organizations.

Office. The review will focus on governance, programme designing and implementation, human resources management, budget and oversight.

Review of management and administration in the United Nations Conference on Trade and Development[16]

111. In 1996, the Joint Inspection Unit undertook a review of institutional and programme issues of UNCTAD. The current review will identify areas for improvement in the management and administration practices in UNCTAD within the framework of ongoing reform processes. It will focus on governance, organizational structure and executive management, information management, administration and oversight, as well as technical cooperation and decentralization, among others. The report is planned to be submitted to the 2011 session of the UNCTAD Trade and Development Board. It will serve also as a follow-up to the 1996 Joint Inspection Unit report on the organization.

[16] Internal proposal, as part of the series of reviews of administration and management of individual organizations as well as proposed by United Nations/OIOS.

Annex I

Composition of the Joint Inspection Unit

1. The composition of the Unit for 2009 was as follows (each member's term of office expires on 31 December of the year indicated in parentheses):

Even Fontaine Ortiz (Cuba), Chairman for the period 1 January to 14 May 2009 (2012)

Gérard Biraud (France), Chairman for the period 3 June to 31 December 2009 (2010); Acting Chairman for the period 14 May to 3 June; Vice-Chairman for the period 1 January to 3 June 2009 (2010)

Mounir Zahran (Egypt), Vice-Chairman for the period 3 June to 31 December 2009 (2012)

Nikolay V. Chulkov (Russian Federation) (2012)

Papa Louis Fall (Senegal) (2010)

Tadanori Inomata (Japan) (2013)

Istvan Posta (Hungary) (2010)

Enrique Roman-Morey (Peru) (2012)

Cihan Terzi (Turkey) (2010)

M. Deborah Wynes (United States of America) (2012)

Yishan Zhang (China) (2012)

2. In accordance with article 18 of its statute, which provides that each year the Unit shall elect from among its inspectors a Chairperson and Vice-Chairperson, on 2 December 2009 the Unit re-elected Inspector Gérard Biraud (France) and Inspector Mounir Zahran (Egypt), respectively, for 2010.

Annex II

List of participating organizations and their percentage share in the costs of the Joint Inspection Unit in 2009

United Nations[a]	23.5
World Food Programme	14.2
United Nations Development Programme	21.7
United Nations Population Fund	2.7
United Nations Office for Project Services	0.3
United Nations Children's Fund	10.4
International Labour Organization	2.3
Food and Agriculture Organization of the United Nations	4.2
United Nations Educational, Scientific and Cultural Organization	3.5
International Civil Aviation Organization	1.0
World Health Organization	9.9
Universal Postal Union	0.2
International Telecommunication Union	0.8
World Meteorological Organization	0.4
International Maritime Organization	0.3
World Intellectual Property Organization	1.2
United Nations Industrial Development Organization	1.1
World Tourism Organization	0.1
International Atomic Energy Agency	2.3

Source: CEB/2007/HLCM/22/Rev.2, table 2.

[a] Includes United Nations Secretariat, United Nations Environment Programme, United Nations Conference on Trade and Development, United Nations Human Settlements Programme, International Trade Centre, United Nations Institute for Training and Research, United Nations Relief and Works Agency for Palestine Refugees in the Near East, United Nations Office on Drugs and Crime and Office of the United Nations High Commissioner for Refugees.

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